

## Message Text

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ACTION IO-13

INFO OCT-01 ISO-00 SSO-00 NSCE-00 INRE-00 SS-15 SP-02

NSC-05 CIAE-00 INR-07 NSAE-00 L-03 H-02 DHA-02 ORM-02

AID-05 AF-08 ARA-06 EA-07 EUR-12 NEA-10 DPW-01 EB-07

OMB-01 TRSE-00 /109 W

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FM USMISSION USUN NY

TO SECSTATE WASHDC IMMEDIATE 9391

C O N F I D E N T I A L USUN 3934

E.O. 11652: GDS

TAGS: UNGA, SREF

SUBJ: 31ST UNGA - POSSIBLE USG INITIATIVE ON REFUGEES

REF: USUN 3835

1. SUMMARY: FURTHER TO OUR THOUGHTS REPORTED REFTEL, MISSION SUGGESTS THE DEPARTMENT GIVE IMMEDIATE CONSIDERATION TO DEVELOPING A US INITIATIVE ON REFUGEE PROBLEMS. THE GROUND COULD BE PREPARED BY THE INCLUSION IN SECRETARY KISSINGER'S SPEECH OF A STRONG PASSAGE REAFFIRMING OUR CONCERN WITH REFUGEE PROBLEMS AND OUR HOPES THAT IT MIGHT BE POSSIBLE FOR THE INTERNATIONAL COMMUNITY TO TAKE POSITIVE ACTIONS IN THIS AREA. IT MIGHT BE POSSIBLE TO DEVELOP IN CONSULTATION WITH THE HIGH COMMISSIONER FOR REFUGEES, AND OTHERS WHO MAY BE INTERESTED, A SPECIFIC US PROPOSAL FOR CONSIDERATION AT THIS GENERAL ASSEMBLY. WE WOULD NOT, HOWEVER, RECOMMEND ANNOUNCEMENT OF SUCH A PROPOSAL IN THE SPEECH SINCE TOO LITTLE TIME REMAINS TO WORK IT OUT AND CONSULT WITH OTHERS BEFOREHAND. THIS WOULD BE DONE SUBSEQUENTLY. END SUMMARY

2. REFTEL OUTLINED OUR GENERAL VIEWS ON THE POSTURE WE SHOULD TAKE ON HUMAN RIGHTS ISSUES AT THE 31ST GENERAL  
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ASSEMBLY. WE PROPOSED THAT THIS SESSION BE USED TO

EXPLAIN AND ADVANCE THE CASE FOR WESTERN IDEALS AND VALUES AND THIS REMAINS OUR FUNDAMENTAL VIEW. WE RECOGNIZE, HOWEVER, THAT IN THIS, THE BICENTENNIAL YEAR, IT WOULD BE APPROPRIATE FOR THE USG TO HAVE A SPECIFIC INITIATIVE TO PRESENT TO THE WORLD COMMUNITY IN THE GENERAL AREA OF HUMAN AND SOCIAL AFFAIRS.

3. WHILE WE HAVE NOT HERETOFORE SEEN AN OPENING FOR SUCH AN INITIATIVE, IT OCCURS TO US THAT A POSSIBILITY MAY BE FOUND IN THE FIELD OF REFUGEE PROBLEMS. THIS IS AN AREA OF SERIOUS CONCERN IN MANY PARTS OF THE WORLD -- THE MIDDLE EAST, ASIA AND AFRICA IN PARTICULAR. PROBLEMS ARE BECOMING INCREASINGLY SERIOUS. WE NOTE THAT THE UN HIGH COMMISSIONER FOR REFUGEES HAS, CONTRARY TO NORMAL PRACTICE, REQUESTED THAT ECOSOC REVIEW HIS ANNUAL REPORT. SECRETARY KSSINGER INCLUDED ASSISTANCE TO REFUGEES AS ONE ELEMENT IN HIS SPEECH IN LUSAKA. FINALLY, WITHIN THE UN SYSTEM, THE OFFICE OF THE HIGH COMMISSIONER FOR REFUGEES IS CERTAINLY ONE OF THE MORE HIGHLY RESPECTED OPERATIONS AND THUS FAR HAS AVOIDED MUCH OF THE BUREAUCRATIC AND POLITICAL SQUABBILING THAT AFFLICTS MANY OTHER BODIES. (OTHER UN OPERATIONS DEALING WITH REFUGEES ARE OF MORE DUBIOUS QUALITY.)

4. AT THIS MOMENT, WE DO NOT HAVE A DETAILED PROPOSAL FOR REVIEW. WE SUGGEST, HOWEVER, IMMEDIATE WASHINGTON CONSIDERATION AND CONSULTATION WITH THE HIGH COMMISSIONER FOR REFUGEES AND OTHER INTERESTED PARTIES (E.G. OTHER INVOLVED UN BODIES AND OTHER UN MEMBERS WHO MIGHT SHARE OUR CONCERNS) TO SEE WHETHER SUCH A PROPOSAL CAN BE DEVELOPED QUICKLY. IN OUR VIEW, THE FOCUS SHOULD GO BEYOND THE PROBLEMS OF IMMEDIATE RELOCATION TO INCLUDE -- AT LEAST IN GENERAL TERMS -- AN INTEGRATED APPROACH COVERING THE CONDITION OF REFUGEE CAMPS, TRAINING, INTEGRATION INTO HOST COUNTRIES, ETC.

5. TO PREPARE FOR THIS EFFORT, THE SECRETARY MAY WISH TO INCLUDE IN HIS STATEMENT TO THE 31ST GENERAL ASSEMBLY A STRONG PASSAGE REAFFIRMING OUR CONCERN ABOUT THE PLIGHT OF REFUGEES THROUGHOUT THE WORLD. WITHOUT BEING SPECIFIC, CONFIDENTIAL

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HE COULD INDICATE THAT THE INTERNATIONAL COMMUNITY SHOULD MAKE SERIOUS RENEWED EFFORTS TO DEAL WITH THIS PROBLEM. ANY SUBSEQUENT US PROPOSAL COULD REFER BACK TO THE SPEECH, BUT WE WOULD NOT BE IRREVOCABLY TIED TO AN INITIATIVE THAT MAY BE FRAUGHT WITH DIFFICULTY INCLUDING RISKS OF POLITICIZATION. ON THE OTHER HAND, REFUGEE PROBLEMS LOOM LARGE ON THE AFRICAN SCENE, AND THE SECRETARY'S MAJOR EFFORTS IN SOUTHERN AFRICA MAKE SOME

US PROPOSAL A NATURAL.

6. IF WE ARE TO UNDERTAKE SUCH AN INITIATIVE AT THIS  
SESSION, THE DEPARTMENT WOULD NEED TO GIVE THIS MATTER  
URGENT ATTENTION IN TERMS OF THE SUBSTANCE AND DIPLOMATIC  
TACTICS. OTHERWISE THERE WOULD BE INSUFFICIENT TIME  
FOR CONSULTATIONS AND CONSIDERATION BY THE PRESENT GA.  
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